

**County of Loudoun**  
**Department of Planning**  
**MEMORANDUM**

**DATE:** May 19, 2006  
**TO:** Loudoun County Planning Commission  
**FROM:** Susan Berry Hill, Project Manager  
**SUBJECT:** CPAM 2006-0002, Crosstrail

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**BACKGROUND:**

Board of Supervisors Action: On May 16, 2006, the Board of Supervisors voted (5-4-0; Burton, Kurtz, York, Waters opposed) to direct the Planning Commission and staff regarding the plan amendments proposed in the Leesburg area, i.e. Crosstrail and Creekside. The Board's direction was twofold:

- 1) With respect to the Crosstrail proposal, the Board's direction was to process the Applicant's comprehensive plan amendment (CPAM) language for the Crosstrail proposal and have this CPAM track concurrently with the rezoning application; and;
- 2) To engage in a joint planning effort with the Town of Leesburg for the JLMA after the Crosstrail CPAM/ZMAP review is complete.

A transcript of the Board's discussion is included as Attachment 1.

Applicant's CPAM Submission: Subsequent to the Board's action as described above, the Applicant for the Crosstrail proposal submitted Plan amendments (Attachment 2). Staff has assigned a new case number, CPAM 2006-0002. The proposed language is identical to that which was proposed in 2004. This CPAM has been advertised for the June 19, 2006 public hearing. The amendments are summarized below:

- 1) Revised General Plan
  - a. Amend the Planned Land Use Map to change the land use designation of the Crosstrail property from Keynote to Business
  - b. Amend Policy 1, page 9-7 (Chapter 9) to allow either the Town or the Loudoun County Sanitation Authority (LCSA) to serve properties within the JLMA with utilities

- c. To amend Policy 8, Page 9-12 (Chapter 9) to provide a specific land use mix for the “*area west of the Airport, east of the Dulles Greenway, between the Battlefield Parkway and Crosstrail Boulevard interchanges...*” (i.e. the Crosstrail property).
- 2) Toll Road Plan
- a. Amend Planned Land Use Map to change property designation from Business Employment to Business and depict a community shopping center near the intersection of the Greenway and Battlefield Parkway.
  - b. Amend Policy 6, page 2-3, to state that the “Town of Leesburg ~~will~~ may provide utility service to the Leesburg Urban Growth area”.
  - c. Amend Policy 6, adopted with CPAM 1997-0007, to state that a *specific* land use mix and residential density will apply to the subject property as opposed to the land use mix and residential density that is prescribed by the [Revised] General Plan.
- 3) Countywide Transportation Plan (CTP)
- a. Amend the CTP map to add half an interchange (access ramps and collector road) between Battlefield Parkway and Crosstrail Boulevard
  - b. Amend Appendix 1 to note the new half interchange and collector road

Status of Staff Review: The Applicant’s proposed plan amendment language has been distributed for referral comments to the Town of Leesburg, the County Office of Transportation, County Division of Community Planning, and the LCSA. At the writing of this memo, staff has not yet received responses to the referral requests; however, staff will provide a verbal update at the briefing and at the public hearing.

While referral comments have not been received, staff has discussed the proposed policy changes with the referral agencies. The CPAM does raise policy issues that extend beyond the subject Crosstrail proposal. Staff anticipates referral discussion will include, but not be limited to, the following:

### **Land Use**

Impacts of Residential Use on Airport - To date, County and Town policy has discouraged location of residential uses proximate to the Leesburg Airport. The Revised General Plan, Toll Road Plan and Town Plan each designate property around the airport for non-residential uses in an effort to protect the airport and encourage its continued growth and viability. This CPAM process will offer the Town and the County an opportunity to study the implications associated with locating new residential uses proximate to the airport and to discuss the future of the airport. Review of the CPAM should include discussion of issues relating to nuisance factors, economic development considerations, and fiscal impacts. More specifically:

- Quality of life issues - Impacts on new residential areas, at Crosstrail and/or other locations proximate to the airport will affect efficiency of operations at the airport. Residential property owner complaints about noise, vibration, particulates, and fumes affect operational efficiencies at the airport.
- Economic development issues – The extent to which the Leesburg Airport serves as an economic engine for business development in the Town and in the County should be assessed. Just as Dulles Airport serves as a catalyst for business development in the County, Leesburg Airport serves that function on a more local level. The question is how strong a factor is the existence of the Leesburg Airport to economic development retention and recruitment of local business to Leesburg and the County? The applicant's statement of justification and the fiscal impact analysis for the rezoning application, note the importance of the airport as a factor for business recruitment. However, if the proximity of new residential uses next to the airport diminishes the viability of the airport as a commercial facility, efforts for future business development may be compromised.
- Fiscal impacts to Leesburg - If aviation operations at the Leesburg airport are compromised because of the location of new residential uses in the area, federal grants and funding which have been obtained for improvements and expansion of the airport could be jeopardized.
- Operational impacts – As discussed in the Community Planning referral and staff report for the rezoning application, Leesburg is a reliever airport for Dulles. The County should fully understand the implications for aviation operations at Dulles should the reliever status be compromised because of the location of residential development proximate to the Leesburg Airport.

Site-specific Land Use Mix – The RGP currently recommends general land use mixes for various use categories including Regional Office, Light Industrial, and Keynote and land development proposals are reviewed against these accepted guidelines. The applicant is proposing a different approach through the CPAM which is to propose a site-specific land use mix for the subject property. This incremental approach to establishing appropriate land use mixes for developments may have implications for future land development application review in the County.

### **Utility Planning and Provision**

Currently, County policy anticipates that the Towns will be the provider of utilities in the JLMAs unless another purveyor is agreed upon by the Town and the County. The establishment of the Leesburg JLMA was in large part based on watershed boundaries with Sycolin and Goose Creeks serving as the logical JLMA and utility service boundaries between the Town and the County. This

policy provides clear direction regarding the geographic area to be served by each and it allows the Town and the LCSA to independently plan for utility service in the respective jurisdictions. It also provides predictable guidance to property owners in the JLMA as to which entity will provide utility service.

The applicant's proposal suggests that either the LCSA or the Town may be the purveyor for utilities in the Leesburg JLMA, thereby transferring the decision about utility provision from the Town and County to the property owner/developer. From the applicant's standpoint, this allows for maximum flexibility with respect to receipt of utility service. For the Town and the County, the broader implications of this proposal are more complicated:

- It opens up the option for all property owners in the JLMA to choose between the Town and the LCSA for utility service. In the short term, the "either/or" option makes it difficult for both the Town and the LCSA to plan for ultimate capacity needs and conveyance systems in the JLMA and it can be potentially confusing for property owners as they assess their development options between the two entities.
- The function of the JLMA is to serve as an area for the Town's future expansion and Leesburg has been interested in the southeast quadrant of the JLMA to facilitate economic development objectives. There is a quid pro quo relationship between properties in the JLMA and the Town – annexation is offered in exchange for utilities and services. If properties in the JLMA are served by the LCSA, it is questionable whether property owners will opt to be annexed by the Town. Consequently, the proposed policy language may have the resultant effect of cutting off annexation potential for the Town. This brings into question the continued function and purpose of the JLMA as a planned expansion area for the Town.

## **Attachments**

1. Transcript from May 16, 2006 Board of Supervisors meeting
2. Applicant's proposed Comprehensive Plan amendments